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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIFTH COUNTRY PROGRAMME FOR RWANDA

Programme period	Resources	$
1993-1996	Net IPF	30 073
	Estimated cost-sharing	9 300
	Total	39 373

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. A country 26,338 kilometres square, land-locked in the centre of Africa and with a population of 7.2 million in 1991, Rwanda lives essentially from agriculture. Farming generates 40 per cent of the gross domestic product (GDP) and 95 per cent of exports, and employs more than 90 per cent of the labour force. Until the early 1980s, Rwanda was one of the rare African countries whose agricultural production was increasing more rapidly than the population (4.7 per cent as against 3.7 per cent annually from 1966 to 1982), thanks to crop diversification and expansion of the land given over to food crops. After 1983, decreased soil fertility, unfavourable climatic conditions and a worsening of the terms of trade (in coffee and tea) halted the growth of agricultural production. This was reflected in a drop in GDP (down 8 per cent at 1989-1990 franc rates) and in an impoverishment of the population (per capita GDP dropping from $280 to $245 between 1986 and 1990). More than 80 per cent of the population live below the poverty level, and the human development index (HDI) of 0.186 gives Rwanda the rank of 134th out of 160 countries.

2. Since the economic imbalances were steadily becoming more acute, as when the budget deficit rose from 6.5 per cent to 9.2 per cent of GDP between 1984 and 1990, the Government had to adopt a structural adjustment programme. But the state of war since 1990 has not been conducive to remedying the situation: military expenditures consume a growing proportion of the budget and the climate of insecurity is handicapping economic recovery, despite the democratization in progress and the establishment of a multiparty system.

3. Beyond these factors, the high population growth acts as the main check on economic and social progress, by destroying the balance between population and resources. Unless there is a change in the pro-natalist behaviour reflected in a fertility rate of eight children per woman, the population growth could make it impossible for the country to satisfy the basic needs in food, education and health care of the 10 million inhabitants forecast by the year 2000. As it is, 20 per cent of the population suffer from chronic malnutrition and 10 per cent from cyclical shortages.

4. Despite its efforts, the nation is having difficulty educating a population 50 per cent of which is under 15. It is therefore unlikely that primary school attendance (62 per cent in 1989) will rise or reach 100 per cent by the year 2000 - the goal of the World Conference on Education for All. Illiteracy, a widespread curb on development, will continue to be a serious constraint: every year children not enrolled in school join the ranks of the illiterate adults (1.5 million in 1987, 56 per cent of them women). In secondary school and beyond, the rates of enrolment are among the lowest in Africa, the cost of schooling being a major obstacle, especially for girls to attend secondary school (40 per cent) and still more so institutions of higher learning (17 per cent). In addition, health coverage is inadequate (only 50 per cent of the population make use of the primary health care network),

and the acquired immune deficiency syndrome (AIDS) epidemic serves to aggravate the situation (30 per cent of urban adults test positive). Because the means of fighting AIDS are inadequate, it is unfortunately likely to spread more widely at a pace that will in the medium term seriously hold back the country's socio-economic development.

5. These difficulties and structural imbalances are likely to be aggravated by certain problems that have until now not been properly resolved:

(a) The nation does not have the resources to resettle those displaced by war;

(b) Neither the social infrastructures nor the job market will have the capacity to absorb returning Rwandese refugees if the Plan of Action provided for in the Dar es Salaam Declaration of 1991 is not put into effect; unless non-agricultural jobs are created, many rural families with little or no land are likely to become chronically indigent; unless the role of women is promoted, agricultural development and action taken to modify people's outlook will remain ineffectual; unless anti-erosion techniques become a part of farming, soil conservation will become a matter only for specialists.

B. National development objectives and strategies

6. In order to deal structurally with these imbalances, the Government adopted an economic recovery policy and concluded a structural adjustment programme with the World Bank and the International Monetary Fund (IMF) in September 1990. In May 1991, its statement of economic policy defined the basic goals for the period 1991-1993:

(a) To raise the growth rate by about 4 per cent annually beginning in 1992;

(b) To increase the savings and investment rates, especially in the private sector;

(c) To reduce drastically the budget and payment deficits; and

(d) To hold down inflation to 5 per cent a year beginning in 1993.

7. To achieve these goals, the Government decided to: (a) modernize its administration; (b) make the economy more competitive; (c) privatize public enterprises, encourage the private sector and restructure the financial sector; and (d) encourage cash crops and remove obstacles to the development of other production sectors. In the social field, the Government decided to put into place a social welfare net intended to improve social services (primary education, health care), in conjunction with the social action programme. Formulated in May 1992, the Government's statement of human and social development policy explains what its action will mean for the future.

8. Concomitantly, the Government adopted new policies on population, the environment and decentralization. The population policy adopted in 1990 aims to bring the annual population growth rate down to 2 per cent by the year 2000; it proposes action encouraging family planning and facilitating behavioural changes in population matters. The environment policy approved in May 1991 aims to promote better management of natural resources and set up an appropriate system of public information. The decentralization policy aims to transfer additional responsibilities and resources to the local communities in order to promote their development.

9. In order to mobilize the population as a whole, these policies require that the democratization mechanisms already in operation, which are based on national reconciliation, the decentralization of power, a multiparty system and the holding of elections at various levels, should have the anticipated impact. However, to be fully operational, these mechanisms require the re-establishment of peace so that Rwandese refugees can return peacefully and voluntarily.

10. A change in the role of the State and the liberalization of the economy will not contribute immediately to economic recovery. Already, faced with a growing budget deficit and the failure of an economic upturn to materialize in 1991 and 1992, the Government was compelled to reformulate, with IMF assistance, its economic goals for 1992, to revise downwards the macroeconomic forecasts for 1993-1994, and to adopt a set of measures (such as a 15-per-cent devaluation and new taxes) for reducing government expenditure and increasing tax revenue.

11. Activities aimed at allowing disadvantaged and vulnerable groups to take part in development (through training or access to credit) and to obtain a better share of the benefits (access to social services) will have a limited impact owing to the slowness with which the effects of the structural adjustment programme will be felt and to the inadequate integration of social components into the macroeconomic policy. Consequently, these policies must be part of a comprehensive approach creating synergistic forces that will ensure their success.

II. EXTERNAL COOPERATION

A. Role of external cooperation

12. The external cooperation extended to Rwanda increased annually by 10 to 20 per cent during the period 1985-1990, reaching a total of $280 million in 1990, 38.6 per cent of which consisted of multilateral cooperation (of which 18.6 per cent was provided by the United Nations system and 3.6 per cent by UNDP), 53.7 per cent of which consisted of bilateral cooperation and 7.7 per cent of which was provided by non-governmental organizations (NGOs). Technical cooperation represented 40 per cent of the total, investment projects 44 per cent, budget assistance 13 per cent, food aid and emergency assistance support 3 per cent. The main sectors benefiting from it were human resources, agriculture and infrastructure.

13. While considerable, these contributions have not fully met the development needs of the country. Basically, this is due to the absence of any long-term development strategy; an excessive reliance on expertise from elsewhere, which restricts the transfer of skills; the low national capacity for absorption; inadequate coordination of aid from different sources; and the terms attached to the aid.

14. To help the nation confront the economic crisis, there has been an increase in budget and balance-of-payments assistance since 1987. For instance, after the donor meeting organized in Paris in March 1991 with World Bank support, Rwanda received $97 million in balance-of-payments assistance in 1991 as against $37 million in 1990. The needs will be comparable in 1992, but should then fall to $87 million in 1993 and $84 million in 1994. As regards public investment, the overall funding needs for the period 1992-1994, submitted to the round-table conference held at Geneva in July 1992, amount to $780 million, 72 per cent of which is needed for capital investment projects and 28 per cent for technical cooperation and studies. The fact that compared to the previous period capital investments are emphasized testifies to the will of the Government and the donors to revive economic growth.

B. Aid coordination arrangements

15. The ministries that deal with international cooperation, finance and planning are responsible for the coordination, financial management, monitoring and evaluation of cooperation.

16. parallel to the donor coordination group meetings held every two months under the auspices of UNDP, the first coordination mechanisms were established in 1992 in response to specific situations. These were: a crisis committee on assistance to persons displaced by war and famine victims; a protocol on the use of counterpart funds; and a joint government-donor technical coordination committee for education.

17. At the round-table conference, participants adopted more systematic solutions and agreed that the conference should be followed by medium- and long-term sectoral consultations and that policies and programmes should be coordinated, monitored and evaluated more effectively. Consultations in the following sectors are to be prepared with donor assistance: (a) population, health, education and training; (b) agriculture, physical planning, forestry and the environment; (c) the private sector, industry and export promotion; and (d) infrastructure, transport, telecommunications and energy. The corresponding working groups were established with donors in October 1992.

18. Technical cooperation is being coordinated smoothly through the National Technical Cooperation Assessment and Programmes (NATCAP) exercise. The first phase was marked by a seminar in May 1991 which looked at the way in which technical cooperation was being managed and laid down guidelines for rationalizing it. Pursuant to those recommendations, the Government formulated a national technical cooperation policy which it submitted to

donors at the April 1992 seminar and to the round table. During the second phase of the NATCAP exercise, technical cooperation programmes will be drawn up and discussed at the above-mentioned sectoral consultations. Following the June 1992 seminar on technical cooperation among developing countries (TCDC), the Government agreed to establish a national TCDC focal point in the Ministries of Foreign Affairs and Cooperation.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

19. The fourth country programme for Rwanda (1987-1992) was intended to provide support for the Government's development priorities at that time and to contribute to four national objectives:

(a) To build the country's economic management capacity, UNDP provided considerable assistance in the design of planning tools and computerized systems: a public sector investment programme was established; the round-table conference was prepared; the preparatory process for administrative reform and decentralization was initiated; debt and external trade management information systems (SYGAGE and SYDONIA) were established; and an environmental action plan was drawn up;

(b) UNDP assistance in broadening the productive base has led to a rationalization of fishing on Lake Kivu, the dissemination of improved strains of root crops and tubers and plant protection techniques, the teaching of erosion control methods to farmers and the agricultural development project for Gikongoro Prefecture, which is supported by UNDP, the International Fund for Agricultural Development (IFAD), the United Nations Capital Development Fund (UNCDF) and the World Food Programme (WFP). Under other projects, income-generating pilot schemes were implemented through the promotion of mini-projects, young farmers' cooperatives and women's groups;

(c) In the area of human resources development, UNDP contributed to the reform of higher education and the establishment of the national vocational training centre. Other donors financed the special public works programme which helped to create jobs in rural areas. Support from UNDP and the United Nations Children's Fund (UNICEF) for the national literacy programme, which failed to achieve the objectives set, will have to be reassessed, as will the training provided to drop-outs by the youth training centres;

(d) Efforts to reduce the country's geographic isolation focused on training and studies in the areas of civil aviation, postal services and telecommunications and on the promotion of foreign trade by providing assistance to the Ministry of Trade and the Rwandese Chamber of Commerce and Industry. However, given how important it is to Rwanda to reduce its isolation, the scope of UNDP assistance in this area has been inadequate.

20. Direct execution of projects by the Government was encouraged during the fourth cycle (9 projects; 13 per cent of indicative planning figure (IPF) resources). There were, however, some problems: project management was adversely affected by the lack of follow-up and evaluation capacity and the inexperience of national experts.

21. Although the results were used to design management tools, their impact on the country's capacity was limited by a number of factors identified during the May 1989 mid-term review, the annual review in 1990 and project evaluation missions:

(a) A shortage and high turnover rate of national manpower, often resulting in expatriate cooperation;

(b) An institutional framework that hampers the efficient use of technical cooperation;

(c) Insufficient use of local providers of services;

(d) Delays in the delivery of project inputs; and

(e) A relative dissipation of cooperation in the absence of a global approach to assistance requirements.

22. An analysis of project impact during the fourth cycle shows that projects with considerable positive impact were those in which: (a) a decentralized approach involving the beneficiaries was adopted (the project on mini-projects); (b) a programme approach was tested (Gikongoro agricultural development project); (c) cooperation involved several donors (the special public works project, the Gikongoro project, SYDONIA). During the same period, UNDP demonstrated its ability to coordinate the use of the different funds under the authority of the Administrator, (Development Support Services (DSS), the United Nations Development Fund for Women (UNIFEM) and the United Nations Capital Development Fund (UNCDF)) and to mobilize resources from the agencies of the United Nations system and other donors.

B. Proposals for UNDP cooperation

1. Preparatory process

23. In 1990, the Government and UNDP began to consider the efforts that would be required to attain the country's development objectives. However, in view of the state of war, the ongoing negotiations on the structural adjustment programme and the preparation of the round table, the Government and UNDP agreed in early 1991 to postpone the preparation of the fifth country programme for a year.

24. The advisory note that was issued in early 1992 reflected the outcome of the preparation of the round table, the reforms proposed under the structural

adjustment programme and the priorities identified under the NATCAP exercise. The proposals contained in it also drew extensively on the analyses and recommendations for in-depth project evaluations carried out in 1991 and early 1992 and the conclusions of the seminar on poverty alleviation organized by the agencies of the Joint Consultative Group on Policy, the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO), in October 1991. After endorsing the contents of the advisory note and the priorities established by Governing Council decision 90/34 of 23 June 1990, the Government agreed with UNDP that two missions should be financed by the facility for technical support services at the programme level (TSS-1) and Special Programme Resources (SPR) to provide support in the preparation of the two national programmes for which assistance is sought under the fifth country programme: (a) poverty alleviation and social development; and (b) building development planning and management capacities. Some donors and all the relevant agencies of the United Nations system were directly involved in these missions, which led to widespread consultation of other donors and international and national NGOs.

25. With the support of the Ministry of Planning, the National Committee for the Preparation of the Fifth UNDP Country Programme coordinated these missions through working groups involving the departments concerned. The Committee then supervised the drafting of the new programme.

2. Strategy for cooperation with UNDP

26. In view of the conclusions reached by the two missions mentioned above, the Government believes that, to be effective, UNDP cooperation should concentrate on:

(a) Coordinating assistance at the global level, coordinating the two national programmes and mobilizing the funds they will require;

(b) Strengthening the institutions, including NGOs and other local organizations, involved in the execution of both programmes;

(c) Providing direct support for the target groups and involving them in programme follow-up and evaluation through innovative pilot activities whose success will help to mobilize additional resources.

27. This strategy, which is in keeping with General Assembly resolution 44/211 of 22 December 1989 and Governing Council decisions 90/21 and 90/34 of 23 June 1990, is meant to enhance the impact of cooperation by means of multiplier effects. It will thus be possible to continue to draw on the comparative advantage demonstrated by UNDP during the fourth cycle: access to world-wide expertise; a capacity to mobilize and manage international assistance; and an ability to develop and manage multisectoral programmes.

3. Proposed UNDP cooperation in selected areas of concentration

28. The two major areas where action is planned are poverty alleviation and social development, on the one hand, and national capacity-building in the area of development planning and management, on the other hand. These thrusts correspond to those identified in the advisory note. They will be developed in line with the priorities set by the Government in its paper on national technical cooperation policy. This should facilitate the harmonious integration of the UNDP country programme into the technical cooperation programmes to be developed during the second phase of the NATCAP process.

Poverty alleviation and social development

29. National objectives and programmes requiring UNDP assistance. Although the statement of human and social development policy spells out the major objectives in this area (economic growth greater than population growth; creation of non-agricultural employment; a minimum set of social services in a "social safety net"), neither an overall strategy nor a medium-term action plan have yet been formulated and adopted to deal with the foreseeable continuous worsening of poverty, which cannot be addressed structurally by the national social action programme's corrective measures.

30. Consequently, the Government has sought UNDP assistance in developing and implementing a comprehensive programme that will incorporate the national social action programme and reflect its determination to make the war on poverty an engine of development and an investment that will lay the groundwork for long-term growth.

31. Proposed UNDP cooperation. Following the joint mission undertaken in July 1992 by the agencies of the Joint Consultative Group on Policy and the specialized agencies of the United Nations system (FAO, the International Labour Office (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO)), it is proposed that UNDP contribute to the national programme that is to be developed by early 1993, concentrating its assistance in the following areas.

32. In the area of support for the formulation and implementation of a comprehensive social development policy, UNDP cooperation will be sought in the formulation of a comprehensive poverty alleviation and social development strategy and in the strategy's implementation (coordination, follow-up and evaluation of subprogrammes). The strategy must incorporate the resolutions of the World Conference on Education for All, the World Summit for Children and the United Nations Conference on Environment and Development, and must be reflected in public expenditure programmes.

33. Implementing agencies will receive assistance from UNDP as well as from UNICEF, the United Nations Population Fund (UNFPA), ILO, UNESCO, WHO and other donors.

(a) At the intersectoral level, they will assist in the establishment and functioning of the national commissions that are to coordinate and follow up programme activities, in order to ensure that efforts to combat poverty are the concern of all groups in Rwandese society; they will also promote collaborative efforts among the various sectors (the National AIDS Control Commision, the National Environment Commission and the National Population Commission);

(b) At the level of the substantive ministries, they will strengthen the capacities and tools those ministries need to achieve the objectives of the comprehensive social development strategy in their respective sectors:

(i) The Ministry of Primary and Secondary Education will receive assistance in fine-tuning school reform (revised curricula, ongoing teacher training in subject areas, school zoning) within an educational subprogramme directed by a technical committee of ministries and donors;

(ii) The Ministry of Health will receive assistance in developing its capacity to follow up and evaluate the health master plan and the medium-term plan to combat AIDS and in raising funds to combat AIDS;

(iii) The capacity of the Ministry of Labour and Social Affairs to repatriate persons displaced by war to zones where rebuilding programmes are planned and to reintegrate Rwandese refugees will be strengthened;

(c) Grass-roots community organizations (parents' committees and primary health-care management committees) are to be strengthened. To this end, UNDP will support initiatives for self-organization, management training of members and providing them with access to information, coordination of activities and exchanges of experiences between such organizations.

34. In order to increase the participation of vulnerable groups in the development process, UNDP cooperation will seek to increase income in rural areas by supporting:

(a) Labour-intensive projects. On the basis of the experience acquired during the fourth cycle, UNDP will assist the works programme employing the jobless in the country's 40 poorest communes; the programme will be supplemented by the execution of UNCDF projects and environmental protection and natural resource development initiatives (Africa 2000 programme and Global Environment Facility);

(b) Small-scale non-agricultural activities, including:

(i) A programme to support grass-roots initiatives based on the mini-projects programme; the new programme is intended to promote income-generating activities for small entrepreneurs with the cooperation of NGOs and the use of appropriate technology through TCDC; and

(ii) Support for non-agricultural women's groups with a view to diversifying rural women's sources of income;

(c) Improved management of small and medium-sized farms. UNDP cooperation will foster:

(i) The emergence of autonomous, viable and effective networks of farmers' associations;

(ii) Training in management and agricultural technology;

(iii) Access of small farmers to agricultural inputs, information and marketing techniques, including export marketing; and

(iv) Appropriate financial services (savings and credit). In addition, the participatory approach taken by UNDP will become general at the national level. This priority will be particularly evident in UNDP and UNCDF assistance to the Gikongoro agricultural development project, which will continue into 1995, and for the implementation of the market-garden development strategy with the support of the French Government and the African Development Bank (AfDB).

35. UNDP support will also be aimed at improving access to social services:

(a) Access of the poor to education will be encouraged by a focus on three activities:

(i) The establishment and operation of "teaching promotion funds";

(ii) Revitalization of the role of community training centres in the field of literacy; and

(iii) An action programme for technical training and job placement for young drop-outs;

(b) In the area of nutrition, UNDP will support the food security programme while contributing to the execution by nutrition centres and NGOs of the WFP project intended to help groups most severely affected by malnutrition during the period 1992-1996;

(c) In the area of health, UNDP participation in the UNICEF programme of health-centre management committees will improve access to medicine and primary health care;

(d) In the area of housing, UNDP and UNCDF will help low-income groups become homeowners through a pilot assistance project in the Kigali suburbs.

36. In order to halt the foreseeable spread of poverty caused by the growing impact of AIDS, UNDP should support the innovative government and NGO activities in the medical, psychological and social fields aimed at assisting

AIDS patients and their families. These activities will complement the activities of WHO and UNCDF in the same field, as well as the activities of the regional project to help the countries of Central and East Africa cope with the social and economic effects of AIDS.

37. UNDP will also support a global information, education and communication programme in all the components of the poverty alleviation and social development programme. This will include:

(a) At the global level, the formulation of a national development communication strategy; the establishment and operation of the National Technical Committee on Information, Education and Communication, which was already proposed under the UNFPA programme to improve coordination of initiatives and messages in the fields of population, health and development; and operational research to ensure the availability of the raw data necessary for the formulation of the national communication strategy;

(b) At the technical level, the building of national capacities for developing and producing messages and materials. UNDP support will concentrate on the experience of the project in the area of teaching materials for health-care workers and the experience of national NGOs in assisting grass-roots community organizations;

(c) At the sectoral level, the inclusion, in cooperation with UNFPA, of education in the field of population in activities aimed at popularizing agricultural projects; diversification of ways and means of agricultural extension by generalizing the participatory and differentiated approach currently being applied in the Gikongoro Prefecture agricultural development project, and support for the establishment of a network for collecting, processing and disseminating information through national media; activities to raise public awareness about AIDS and sexually transmitted diseases by improving the teaching materials used by health-care personnel and the inclusion of the AIDS-related issues in training programmes; strengthening of measures to promote literacy and provide vocational training, in particular for women and young people who do not attend school, through community training centres and centres for the training of young people.

38. IPF resources for the poverty alleviation and social development programme amount to $14 million. Cost-sharing is estimated at $5 million.

39. Expected impact. The impact of UNDP cooperation will be reflected in the Government's adoption of a long-term strategy to combat poverty and in the achievement of the development goals contained in its statement of human and social development policy. Since the generalization of the participatory approach involves recipients in the planning and management of UNDP-financed activities, it will be an important factor in the achievement of the desired objectives and results. Successful experience in increasing income and improving living conditions in pilot areas could be extended to other regions of the country. The assessment of the local impact of such operations, based on the application of the human development index, will be possible thanks to

the development and operation of the community information system tested in 1992 under the UNDP planning assistance project.

40. Complementary assistance. Current assistance in these areas will be restructured and strengthened by donor assistance to the implementation of the Government's auditing programme. Moreover, the Government's resources will be increased during two fund-raising meetings to be held in 1993; one meeting will deal with the social sectors as part of the follow-up to the round-table conference, and the other with the medium-term plan to combat AIDS, which will be organized by the Government together with WHO and UNDP.

41. The UNDP programme will complement ongoing cooperation that reflects the attention that donors have already given to this area. The institutions responsible for implementing the poverty alleviation programme will be supported by WHO, UNICEF and UNFPA, the United States Agency for International Development (USAID) and the Governments of Belgium and France. This labour-intensive programme is already mobilizing support from the Governments of Austria, Italy and the Netherlands. Moreover, IFAD, UNCDF, AfDB and the European Development Fund (EDF) and the Governments of Canada and France are assisting small- and medium-scale farmers. NGOs from Belgium, Denmark, France and the Netherlands and agencies and funds of the United Nations systems (WHO, UNICEF, WFP) are providing considerable assistance with a view to giving the poor great access to social services. Information, education and communication activities are receiving increasing bilateral support from the Governments of Canada, Germany, Switzerland and the United States of America and from WHO, UNICEF and UNFPA. Moreover, regional projects (public expenditure programme, Domestic Development Services (DDS), AIDS) will strengthen UNDP cooperation in these areas.

Building national capacities for development planning and management

42. National objectives and programmes requiring UNDP assistance. When it introduced its structural adjustment programme, the Government decided to modernize its administration and make it a development administration. However, in the absence of an overall strategy, the reforms are slow to produce results and are hampered by a lack of communication between ministries. Therefore, in order to remove institutional obstacles to effective economic policies, strengthen public sector performance and consolidate intersectoral coordination, the Government, in agreement with donors, has decided to implement a programme to strengthen national capacities for development planning and management.

43. Proposed UNDP cooperation. The relevant fact-finding mission, carried out in May 1992, involved UNDP, the women in development programme, the Management Development Programme, the Department of Economic and Social Development and the Governments of Canada and France. After consultations with other donors, the World Bank and IMF, it was agreed that UNDP would pilot cooperation in this field and, together with interested partners, would formulate and set up the programme by the beginning of 1993.

44. Implementation of the programme will require improvements in the Government's institutional capacities. In particular, UNDP support will provide the necessary assistance for developing piloting and monitoring and evaluation capacities.

45. Given the experience acquired during the fourth programming cycle, the development and introduction of economic and financial planning and management tools will require coordinated action in four areas:

(a) In the area of planning, the Government of Rwanda intends to use UNDP assistance to develop an operational capacity for analysis and forecasting and support for the development of a medium-term strategic framework, and facilitate the inclusion of local development plans in national planning;

(b) In the area of macroeconomic coordination, UNDP assistance will be needed to improve the investment programming capacities of the principal ministries (planning, agriculture, public works) by linking the work of the public investment programme with sectoral development strategy studies; strengthen intersectoral coordination for the establishment of a committee for the monitoring and assessment and programming of public investments; prepare the groundwork for economic recovery; and develop national capacity for studying the social and economic impact of AIDS and coordinating related activities;

(c) In the area of public finance management, UNDP assistance to the Ministry of Finance will make it possible to introduce a system for the ongoing monitoring of the regulatory mechanism and institute a process of management by objectives for the tax, customs, treasury and budget offices. Specific support for the piloting of government spending programmes will supplement these measures;

(d) In the area of rural development, UNDP, in cooperation with other donors, will help the Ministry of Agriculture develop a medium-term agricultural strategy and a plan of action for its implementation, and harmonize project planning and management methods.

46. The coordination of assistance will make it possible to establish an appropriate structure equipped with mechanisms for ensuring the monitoring and implementation of the decisions adopted at the July 1992 round table, and for improving coordination of external assistance and technical cooperation programmes.

47. The reforms now under way in Rwanda, referred to above, call for a reorganization of the central administration in order to accommodate the new tasks of the State and the modernization and rationalization of the civil service. In view of the results achieved by the administrative reform project, future UNDP assistance will focus on:

(a) Modernizing the staffing tables and structures of the central administration and updating legislative and regulatory texts; and

(b) Rationalizing staff management procedures and tools, including an expanded on-the-job training programme for staff.

The revitalization of structures and the training of staff from the ministries responsible for finance, planning, agriculture, commerce and industry are to be given priority, in view of the important role those departments play in supporting development of the production sector.

48. UNDP will help build the capacities of local communities to assume the new responsibilities that are to be entrusted to them as of 1993. UNDP will also participate in donor-supported activities aimed at training democratically elected local politicians, particularly in the area of social-services management and anti-poverty measures.

49. The revitalization of the private sector requires the creation of an environment favourable to investment promotion and trade. To this end, UNDP will continue its efforts to promote small and medium-sized enterprises and industries as well as exports. UNDP may help promote the development of other professional organizations (Chamber of Commerce and Industry) and will continue to provide assistance for the establishment of a national vocational training centre.

50. IPF resources allocated for the national capacity-building programme in management and development planning total $11,750,000. Cost-sharing resources have been evaluated at $500,000, with $1 million to come from the Management Development Programme.

51. Expected results and impact. The impact of UNDP cooperation will be reflected first of all in the formulation of a development strategy for the medium and long terms. It will also be reflected in: (a) the application of programming and coordination procedures and tools in the planning and finance departments, such as priority technical cooperation programmes, the public investment programme, a reliable statistical information system, follow-up to the round-table process in order to coordinate external assistance effectively and management by objective of the budget, treasury and tax offices; (b) an enhancement of administrative structures and the introduction of on-the-job training programmes for civil servants; (c) development, through training, of the management capacities of local authorities; and (d) the production of goods for export by small and medium-sized industries and enterprises. Lastly, UNDP's contribution to the success of the programme as a whole may be assessed by means of the performance indicators which the Government is to establish in order to ensure programme follow-up and evaluation at all levels.

52. Complementary assistance. Given the major constraints imposed by the country's land-locked status, a national regional integration policy will be developed as part of the effort to build national development planning and management capacities; this will be done with the help of resources from the UNDP regional programme. Policy elements will include the solution of

problems linked to transport and transit; scientific research, particularly in the area of agriculture; the creation of subregional markets; and a migration policy.

53. At the round-table conference, the participants in the country's structural adjustment programme showed interest in this new programme. Their individual contributions will be determined during discussions on this programme. Thus far, the offices responsible for managing the economy are receiving support from the World Bank, the European Economic Community (EEC) and the Governments of Belgium and Germany; additional support may also be obtained from the Governments of Canada, France and the United States of America, as well as from UNDP regional projects. The creation of an environment favourable to private initiative is receiving assistance from several donors (the Governments of Canada, France, Switzerland and the United States of America and EEC). Support has been secured for decentralization from a number of donors, including the Governments of Belgium, Canada, Switzerland and the United States of America.

C. Assistance outside main country programme areas

54. Outside the context of the two programmes proposed, and in the wake of two missions by the Department of Economic and Social Development in 1992 to assess needs in the preparation and holding of elections, UNDP will, at the Government's request and with donor agreement, provide support for the coordination of electoral assistance and the execution of certain related activities. It is possible that UNDP involvement could be financed largely through cost-sharing contributions from donors wishing to support the electoral process.

D. Implementation and management arrangements

55. In deciding to formulate and implement the two national programmes with UNDP assistance, the Government has chosen to follow a programme approach during the fifth cycle. The two programme documents will identify:

(a) Technical cooperation modalities, resources to be made available and their incorporation in the public investment programme;

(b) Mechanisms for execution, follow-up and coordination;

(c) Ways and means of eliciting the participation of programme beneficiaries;

(d) Ways of integrating the results of individual programmes in the government spending programme;

(e) Indicators to measure the impact of each programme.

56. Programme implementation will stress national execution and sub-contracting to national non-governmental agencies. In view of the difficulties encountered during the fourth cycle, UNDP will help the Government evaluate national execution capacities and strengthen them, in accordance with Governing Council decision 91/27 of 21 June 1991.

57. Programme execution will benefit from technical cooperation from the specialized agencies of the United Nations system (chiefly the Department of Economic and Social Development, FAO, ILO, WHO and UNESCO). In the course of the country programme, use will be made of resources and procedures (TSS-2 and add-on funds) created under the "new regime". The use of United Nations Volunteers, effective at the grass-roots level, will be continued and strengthened by the DDS project, and TCDC will be encouraged by the adoption of a national policy in that area.

58. UNDP will provide special assistance to the Government in order to strengthen mechanisms for piloting programme management. Apart from joint annual reviews, a mid-term review of the programme in late 1994 will make it possible to assess the progress achieved in each programme and in national execution with a view to identifying any reorientation that might be necessary. In this context, UNDP and the Government will explore possible responses to the impact of the AIDS pandemic on programme execution.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	(5 300)	
Fifth cycle IPF	42 973	
Projected expenditure for 1992	(7 600)	
Subtotal IPF (1993-1996)		30 073
Project cost-sharing (Government)	3 000	
Project cost-sharing (Third Party)	6 300	
Subtotal cost-sharing		9 300
TOTAL		39 373

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Poverty alleviation	14 673	6 000	20 673	52.5
Building national management capacities	12 200	500	12 700	32.3
Non-programme projects	200	2 800	3 000	7.6
Subtotal	27 073	9 300	36 373	
Unprogrammed reserve	3 000	-	3 000	7.6
TOTAL	30 073	9 300	39 373	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN UNDP AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds	
SPR a/	1 500
UNCDF	15 000
UNSO	-
UNIFEM	100
UNRFNRE	-
UNFSTD	-
Global Environment Facility (GEF) b/	600
Africa 2000	2 300
Subtotal	19 500
B. Other United Nations resources	
JCGP participating agencies:	
UNFPA	1 000
UNICEF	18 300
WFP	23 000
IFAD	22 000
Other United Nations agencies (non-UNDP financed)	5 000
Subtotal	69 300
Total non-core and other United Nations resources	-
C. Non-United Nations resources	30 000
TOTAL	118 800

a/ Include only SPR-financed, country-specific commitments.

b/ Administered jointly with the World Bank.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I. POVERTY ALLEVIATION AND SOCIAL DEVELOPMENT						
Support for the formulation and implementation of a comprehensive social development policy	*		*			*
Support for institutions implementing the programme	*	*	*	*		*
Support for vulnerable groups	*	*		*	*	*
Support for information, education and communication	*		*		*	*
II. BUILDING NATIONAL DEVELOPMENT PLANNING AND MANAGEMENT CAPACITIES						
Programme coordination			*			
Improvement of economic development planning and management tools		*	*	*	*	
Support for aid coordination			*			
Support for administrative reorganization and management	*	*	*			
Support for decentralization	*		*		*	*
Support for revitalization of the private sector			*	*		*

a/ Asterisk indicates major linkage only.